



City of NORFOLK


To City Planning Commission
City of Norfolk, Virginia

March 27, 2014

From: Susan Pollock, 
Principal Planner

Subject: The following applications
by Norfolk Premium Outlets:

- a. Amend *plaNorfolk2030*, from Office and Open Space/Recreation to Commercial.
- b. Add section 11-54 to the *Zoning Ordinance* to create the "Norfolk Premium Outlet Localized Alternative Sign Overlay" (NPO-LASO) District.
- c. Change of zoning from OSP (Open Space Preservation) and I-2 (Light Industrial) districts to C-3 (Retail Center) and NPO-LASO (Norfolk Premium Outlet Localized Alternative Sign Overlay) districts.

Reviewed: Leonard M. Newcomb III, 
Land Use Services Manager

Ward/Superward: 4/7

Approved: 
George M. Homewood, AICP, CFM
Planning Director

Item Number: 1

Recommendation:

Plan Amendment

Staff recommends approval based on the site's location within a Strategic Economic Development Area.

Conditional Rezoning

Staff recommends approval considering compliance with *Zoning Ordinance* requirements and consistency with approved plans.

- I. **Applicant:** Simon Property Group
6282 Northampton Boulevard

II. Description:

The application would allow development of the property as a retail outlet shopping center and approve a signage packet tailored specifically for the center.

III. Analysis

This site is located on the north side of Northampton Boulevard just to the west of the Virginia Beach City line.

Plan Analysis

- The Enhancing Economic Vitality chapter of *plaNorfolk2030* identifies the Lake Wright/Lake Wright East area as a Strategic Economic Development Area.
 - Strategic Economic Development Areas are identified as areas that have infrastructure capacity, good access, and underutilized land, based on economic value.
 - The outlet mall as proposed is consistent with the Strategic Economic Development Area designation.
- The Future Land Use Map in *plaNorfolk2030* designates this site as Open Space/Recreation, which would be inconsistent with the development of a shopping center.
 - An amendment to Commercial is necessary for the proposed use to be fully consistent with *plaNorfolk2030*.
- The Identifying Land Use Strategies chapter of *plaNorfolk2030* identifies the Commercial land use category as a location for a broad range of retail sales and services typically located along arterial roadways, near transit hubs, or in neighborhood serving nodes.
- When the *plaNorfolk2030* Future Land Use Map was developed, the Open Space/Recreation land use category was often assigned to properties based on existing use, without regard for potential future non-recreational uses.
 - Since this property was operating as a golf course it was assigned an Open Space/Recreation designation despite interest in redeveloping the property.
- The Enjoying Daily Life chapter of *plaNorfolk2030* recommends maintaining a standard of 15 acres of recreational land per 1,000 residents while calling for enhanced public access to recreational facilities by making needed infrastructure improvements.
 - As of 2010, the City provides approximately 9 acres of recreational land per 1,000 residents.
- Given that this site is located within an identified Strategic Economic Development Area, has good access and infrastructure capacity, is located along an arterial roadway at its interchange with an Interstate Highway, and provides the opportunity to improve recreational access to Lake Wright a plan amendment to Commercial is appropriate despite the fact that it will reduce the overall amount of recreational land in the City.

Text Amendment

- The applicant is proposing a Localized Alternative Sign Overlay which would allow signage appropriate to the size of the site and its location.

- The Overlay would include the following:

Sign	Type	Locations where signs are permitted	Maximum Number of signs	Maximum Sign Area Per Sign Face (square feet)	Maximum Height (feet above grade)	Material
Project Identification (Project name and logo only)						
	Pylon	South property line visible from Interstate 64	1	700	100	Internally illuminated channel letters External ground lights
	Monument	Along Miller Store Road	1	150	15	Internally illuminated channel letters External ground lights
	Wall	On towers or other architectural features	11	250	-	Internally illuminated channel letters External ground lights
Vehicular Directional	Pylon	Key parking lot intersections and drive aisles	40	12 2.5" tall Maximum letter height	7	Non-illuminated Reflective vinyl
Parking lot identification		Mounted to light poles	As needed	8	-	Non-illuminated Reflective vinyl
Bus Plaza	Wall	At bus plazas	2 per bus stop	30	-	Internally illuminated channel letters
Tenant (not at tenant location)	Wall	Towers/Special Feature Building	-	15% of wall face/ 48"-72" Maximum letter height	-	Internally illuminated channel letters
Tenant (not at tenant location)	Wall	Interstate 64 elevation	-	15% of wall face/ 42" Maximum letter height	-	Internally illuminated channel letters
Tenant (not at tenant location)	Wall	Non-Interstate Elevation	-	15% of wall face/ 34" Maximum letter height	-	Internally illuminated channel letters

Sign	Type	Locations where signs are permitted	Maximum Number of signs	Maximum Sign Area Per Sign Face (square feet)	Maximum Height (feet above grade)	Material
Bus/Taxi Stop	Pylon	At bus stop and taxi stands	1 bus and 1 taxi sign at each stand	7	9	Non-illuminated Reflective vinyl
Delivery/Service Area	Pylon	At delivery/service area entrances	2 per service area	8	9	Non-illuminated Reflective vinyl
Temporary Project Announcement	-	-	3	256	20	Non-illuminated Reflective vinyl

- The size and height are greater than currently permitted.
- The signage package is an integral component of the outlet shops concept developed by Simon and has been a successful part of their centers in other cities.
- If the plan amendment is approved, the request would be consistent with *plaNorfolk2030*.

Zoning Analysis

- This approximately 40 acre site is currently developed with a portion of the Lake Wright Golf Course and a parking area for an office use accessed from Miller Store Road.
- The applicant is proposing an approximately 500,000 square foot shopping center with access from Northampton Boulevard and Miller Store Road.
- A mixed use trail is proposed around Lake Wright.
- If the plan amendment and text amendment are approved, the request would be consistent with *plaNorfolk2030*.

Trip Generation Analysis

- Institute of Transportation Engineers figures estimate that the proposed new factory outlet center will generate 11,966 trips per day.
- The impact of this new retail site will be greatest in the afternoon peak with slightly more than 1,000 daily trips projected during the PM peak hour.
- To mitigate any potential traffic operational issues and deteriorations in future levels of service in the surrounding area related to the proposed development, the following highway network improvements are proposed:
 - Construction of a new, full movement intersection along Northampton Boulevard approximately 1,150 feet north of Wesleyan Drive to serve as the primary access point for the project.

- Construction of a secondary, un-signalized, full movement access point at the intersection of Miller Store Road and the new site access roadway from Northampton Boulevard.
- Optimization of signal timing and phasing along the Northampton Boulevard, Military Highway, and Robin Hood Road corridors in the Cities of Norfolk and Virginia Beach in the area of the project
- Wesleyan Drive will not provide any access to the new development.
- Given both this high level of trip production and also the site's proximity to the Interstate highway system, a formal Traffic Impact Analysis (TIA) was developed and submitted to the Virginia Department of Transportation (VDOT) for review as required under State Code.
- VDOT has concluded that the TIA report (with minor corrections and revisions) meets the requirements of Code, and the State's formal comments related to the project's TIA report are attached as required.
- The site is served by bus service with Route #27 operating along Northampton Boulevard adjacent to the site.

IV. Financial Impact

- Commercial zoning will create an opportunity to enhance the value of the property and increase tax revenue for the City.
- The outlet mall is anticipated to generate significant sales tax revenue for the City and for the regional transportation fund.

V. Environmental

- Currently the properties are owned by the City of Norfolk and any new construction or improvements would be required to obtain approval through the Site Plan process, including stormwater management, landscaping and parking.

VI. Community Outreach/Notification

- Legal notice was posted on the property on February 18.
- A letter was sent to the City of Virginia Beach on March 13.
- Letters were mailed to all property owners within 300 feet of the property on March 12.
- Notice was sent to the civic leagues by the Department of Communications on March 12.
- Legal notification was placed in *The Virginian-Pilot* on March 13 and 20.

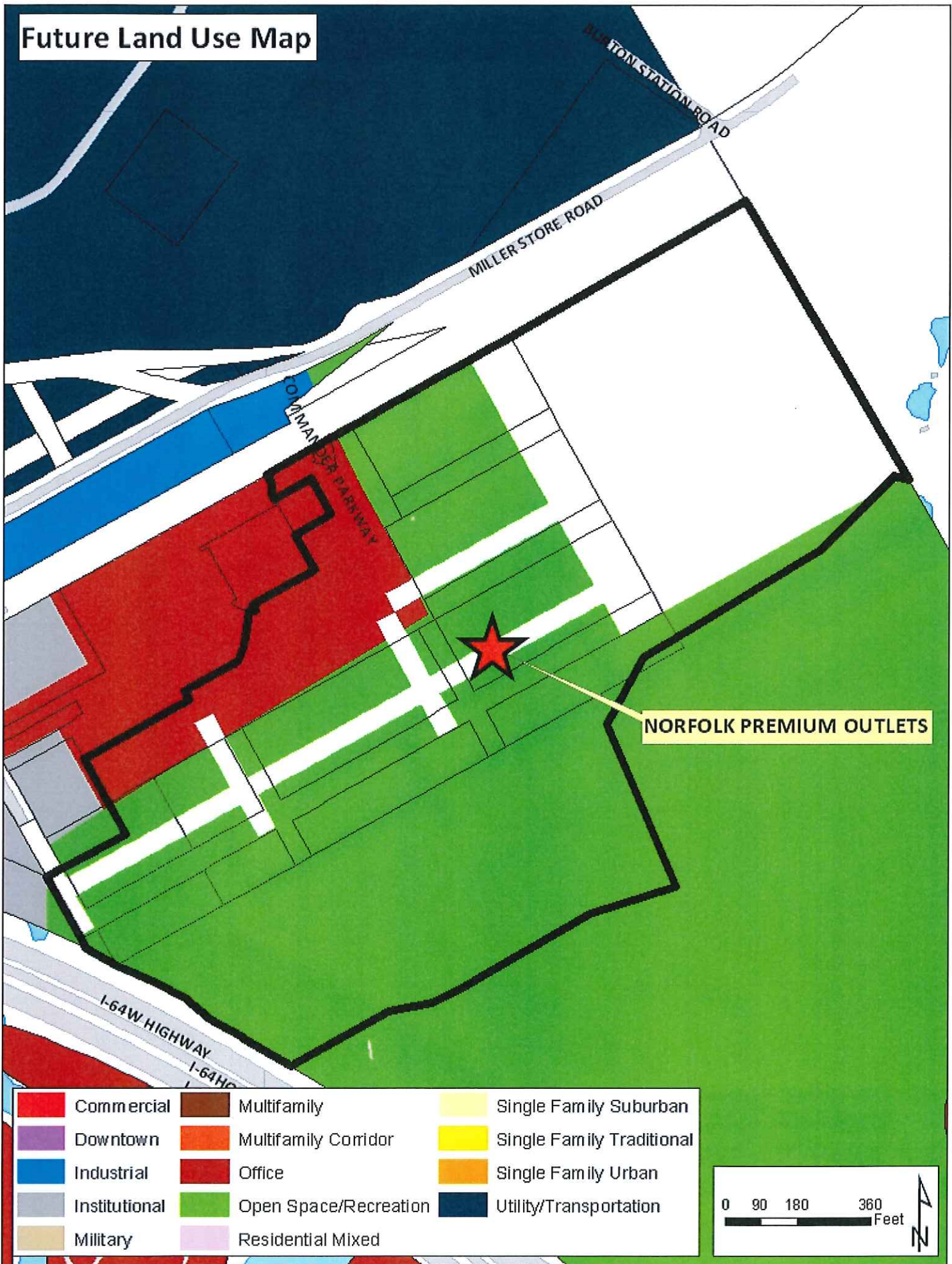
VII. Coordination/Outreach

This request has been coordinated with the Department of Planning and Community Development, Department of Development and the City Attorney's Office.

Supporting Material from the Department of Planning and Community Development:

- Sign Overlay Text
- Location Map
- Zoning Map
- Application

Future Land Use Map



Location Map

NORFOLK PREMIUM OUTLETS

MILLER STORE ROAD

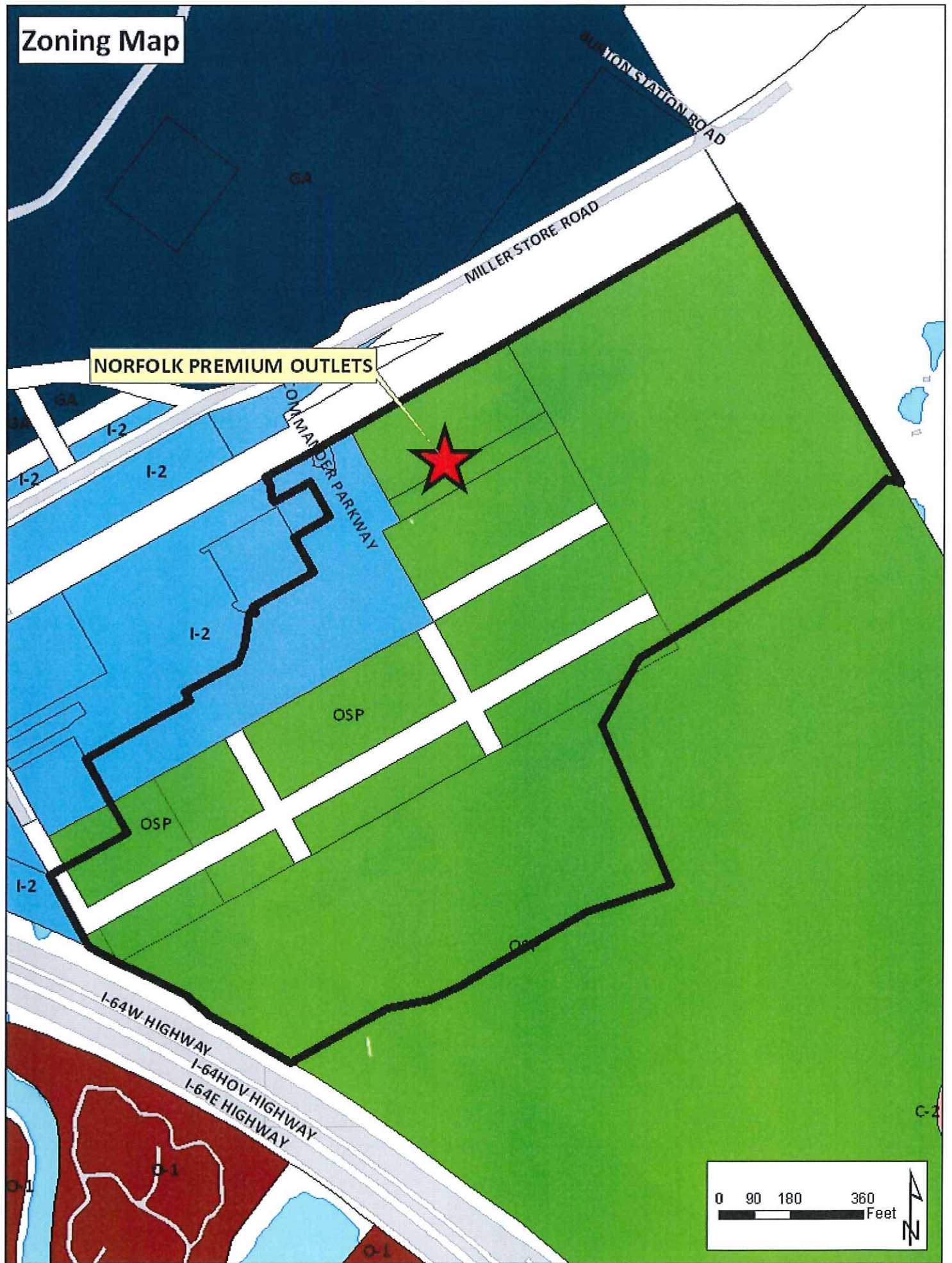
PRITCHARD STREET

COMMANDER PARKWAY

I-64 HOV HIGHWAY
I-64E HIGHWAY



Zoning Map





APPLICATION TEXT AMENDMENT

Date of application: December 6, 2013

Zoning Ordinance Text Amendment

Amend Section(s) _____

Add New Section(s) x _____

APPLICANT/ PROPERTY OWNER

1. Name of Agent (Last) Royal (First) J. Randall (MI) _____

Mailing address of agent (Street/P.O. Box): 501 Independence Parkway, Suite 300

(City) Chesapeake (State) VA (Zip Code) 23462

Daytime telephone number of agent (757) 548-7300 Fax (757) 548-7301

E-mail address of agent : Randy.Royal@kimley-horn.com

2. Name of Applicant (Last) Richardson (First) Scott (MI) _____

Mailing address of applicant (Street/P.O. box): 225 West Washington Street

(City) Indianapolis (State) IL (Zip Code) 46204

Daytime telephone number of applicant (317) _____ Fax number (317) 685-7299
685-7284

DESCRIPTION OF AMENDMENT

Purpose of Amendment Create new Signage Overlay District for Norfolk Premium Outlet Mall
at Lake Wright.

DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT

810 Union Street, Room 508

Norfolk, Virginia 23510

Telephone (757) 664-4752 Fax (757) 441-1569

(Revised July, 2013)

Norfolk Premium Outlet Localized Alternative Sign Overlay District (NPO-LASO).

11-5_ Norfolk Premium Outlet Localized Alternative Sign Overlay District (NPO-LASO).

11-5_.1 *Purpose statement.* In accordance with the provisions of section 11-15, it is the intent of this overlay district to allow for sufficient shopping center and tenant identification for the multiple tenants of the shopping center located within the Norfolk Premium Outlet, to enhance and facilitate ingress to the shopping center for vehicular traffic on Northampton Boulevard and Interstate 264, and to attract and retain tenants. 11-52.2 *Regulations.*

11-5_.2 *District Regulations.* The regulations contained in chapter 16, "Signs," shall apply to any property included in this overlay district except with regard to the specific regulations set forth in this overlay district, in which case these overlay district regulations shall apply.

11-5_.3 *Signs.* The following types of signs are permitted in the district:

- a. Project Identification Signs
- b. Wall signs
- c. Vehicular directional signs
- d. Parking identification signs
- e. Bus plaza signs
- f. Bus/Taxi stop signs
- g. Delivery/Service area signs
- h. Temporary project announcement signs

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APPLICATION CHANGE OF ZONING

Date of application: 1/20/2014

Change of Zoning

From: OSP Zoning To: C3 Zoning

DESCRIPTION OF PROPERTY

Property location: (Street Number) 6282 (Street Name) Northampton Blvd. (portion of)

Existing Use of Property: Lake Wright Golf Course

Current Building Square Footage 0

Proposed Use Outlet Mall

Proposed Building Square Footage 500,000

Trade Name of Business (If applicable) Norfolk Premium Outlets

APPLICANT/ PROPERTY OWNER

1. Name of applicant: (Last) Richardson (First) Scott (MI)

Mailing address of applicant (Street/P.O. Box): 225 W. Washington Street

(City) Indianapolis (State) IN (Zip Code) 46204

Daytime telephone number of applicant (317) 685-7284 Fax (317) 685-7299

E-mail address of applicant: srichard@simon.com

DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT

810 Union Street, Room 508

Norfolk, Virginia 23510

Telephone (757) 664-4752 Fax (757) 441-1569

(Revised July, 2013)

Rezoning
Page 2

2. Name of property owner:(Last) Bowman (First) Jerry (MI) (

Mailing address of property owner (Street/P.O. box): 101 W. Main Street, Suite 4300

(City) Norfolk (State) VA (Zip Code) 23510

Daytime telephone number of owner (757) 243-1270 Fax number (757) 517-3009

CIVIC LEAGUE INFORMATION

Civic League contact: N/A

Date(s) contacted:

Ward/Super Ward information:

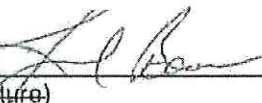
REQUIRED ATTACHMENTS

- ✓ Required application fee, **\$705.00** (if check, make payable to Norfolk City Treasurer).
 - Application fee includes a non-refundable \$5 technology surcharge.
 - If accompanied with a necessary map amendment to the City's adopted general plan, *plaNorfolk2030*, an additional technology surcharge of **\$5** will be required.
- ✓ Two 8½ x 14 inch copies of a survey or site plan drawn to scale showing:
 - Existing and proposed building structures
 - Driveways
 - Parking
 - Landscaping
 - Property lines (see attached example)
- ✓ Description and details of the operation of the business (i.e., # of employees, # of bays, reason for rezoning, etc...)

CERTIFICATION:

I hereby submit this complete application and certify the information contained herein is true and accurate to the best of my knowledge:

Print name: Scott A. Richardson Sign:  21 10 1 2014
Applicant or Authorized Agent Signature (Date)

Print name: JERRY Bowman Sign:  217 1 2014
(Applicant or Authorized Agent Signature) (Date)
Property Owner or Authorized Agent Signature

DEPARTMENT OF PLANNING & COMMUNITY DEVELOPMENT

810 Union Street, Room 508

Norfolk, Virginia 23510

Telephone (757) 664-4752 Fax (757) 441-1569

(Revised July, 2013)



TABULATIONS

APPROXIMATE SITE AREA

SITE AREA +/- 57 ACRES

SITE AREA EXCLUDING
RETENTION PONDS,
ROADWAY, AND
RESTURANT PAUS +/- 47 ACRES

OUTLET BUILDING AREA

PHASE 1

+/- 395,000 sf GBA

+/- 350,000 sf GLA

PHASE 2

+/- 105,000 sf GBA

+/- 100,000 sf GLA

PARKING PROVIDED:

±2,621 SPACES

Parking Ratio ±5.8/1000

PHASE 1 BUILDINGS

PHASE 2 BUILDINGS



PREMIUM OUTLETS[®] SIMON

Norfolk, Virginia 1.16.2014

PROPOSED PREMIUM OUTLETS

CONCEPTUAL OVERALL SITE PLAN



COMMONWEALTH of VIRGINIA

DEPARTMENT OF TRANSPORTATION
HAMPTON ROADS DISTRICT
1700 NORTH MAIN STREET
SUFFOLK, VIRGINIA 23434

Charles A. Kilpatrick, P.E.
Commissioner

February 28, 2014

Kimley-Horn and Associates
Attention: Mr. Carroll Collins
4500 Main Street
Suite 500
Virginia Beach, VA 23462

RE: Simon Group Outlet Mall TIA
Northampton Boulevard, City of Norfolk

Dear Mr. Collins,

In accordance with §15.2-2222.1 of the Code of Virginia and the Virginia Traffic Impact Analysis Regulations, 24 VAC 30-155 (also known as Chapter 527), a traffic impact analysis was prepared by Kimley-Horn and Associates on the rezoning application for the proposed development project entitled Simon Group Outlet Mall Retail Development dated 1/16/2014.

We have evaluated this traffic impact analysis and prepared a report that summarizes the key findings and includes our comments on the accuracy of the methodologies, assumptions and conclusions presented in the analysis. Comments provided in the attached evaluation should be addressed and either corrected in the TIA or in an attachment to the TIA. Any revisions beyond those necessary to address the review comments listed in the evaluation must be identified and communicated to the department and may require further review.

I ask that you have these comments included in the official public record for this project. VDOT will make these comments and the TIA available to the general public through various means such as posting them on our website. If you have any questions, please contact me at (757) 925-2628 or Jason.fowler@vdot.virginia.gov.

Sincerely,

Jason C. Fowler
Jason C. Fowler, P.E.
Land Use Manager
Virginia Department of Transportation - Hampton Roads District

CC: City of Norfolk-Jeff Raliski



COMMONWEALTH of VIRGINIA

DEPARTMENT OF TRANSPORTATION
HAMPTON ROADS DISTRICT
1700 NORTH MAIN STREET
SUFFOLK, VIRGINIA 23434

Charles A. Kilpatrick, P.E.
Commissioner

EVALUATION REPORT OF SIMON GROUP OUTLET MALL TRAFFIC IMPACT ANALYSIS

- 1) Overall, the submitted study appears to comply with the requirements set forth under the Traffic Impact Regulations. All methodologies, assumptions and conclusions related to the Interstate and Interstate ramps appear to be acceptable. No review was completed for impacts or mitigation strategies to the City maintained streets or intersections.
- 2) If the location of the proposed roadway and/or location of traffic signals change, additional review will be required.
- 3) This TIA includes offsite trips for approved developments within the City of Norfolk. Any approved sites or noted improvements by the City Virginia Beach that will affect traffic volumes within the study area should be evaluated and included in this report.
- 4) Figure 4 "Turning Movement Count Data 2012 Existing peak Hour" includes ADT for the interchange ramps. Peak hour should be shown for the ramps to be consistent.
- 5) The laneage diagram on Figure 36 notes the intersection of Northampton Boulevard and Simon Parkway thru lanes as proposed. They should be shown as existing.
- 6) The actual ramp volume shown on Figure 21 (761 VPH) for the westbound on ramp from Northampton Boulevard does not agree with those volumes for same location on Figure 27.